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# FRANCE'S NATIONAL FOOD PROGRAMME THE REGIONS **IN** ACTION

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## 2019-2023



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### # POSITIVE AGRICULTURE, POSITIVE ALIMENTATION

#### 3 CORE AXES

**Social justice:** to improve the nutritional quality of the food market offering, combat food poverty and enhance consumer information

**Combating food waste:** discarding less food means eating better

**Food education:**

to develop the food education of young people and highlight the value of our food-related heritage

#### 2 LEVERS

**Regional food projects:** a winning partner for food

**Regional food projects:** uniting local strengths for better food

# Contents

5	<b>INTRODUCTION: TOWARDS HEALTHY, HIGH-QUALITY, SUSTAINABLE FOOD AVAILABLE TO ALL</b>
9	<b>THE FLAGSHIP MEASURES OF FRANCE'S THE NATIONAL FOOD PROGRAMME (PNA)</b>
11	<b>THE CORE AXES OF THE NATIONAL FOOD PROGRAMME</b>
11	<b>1. Social justice</b>
11	<b>IMPROVING NUTRITIONAL QUALITY AND DIVERSIFYING FOOD SUPPLY</b>
12	<b>Action 1.</b> From 2020, targets will be set for the reduction of sugar, salt and fat and increases in fibre content, encouraging voluntary engagement by economic actors to improve the quality of the market offering in food, and seeking to ensure those targets are met
13	<b>Action 2.</b> Long-term monitoring of changes in food quality of the food market offering
13	<b>Action 3.</b> Measurement of the impact on food behaviour and population exposure
13	<b>Action 4.</b> From 2019, development of a human food component as part of France's protein strategy
14	<b>COMBATING FOOD POVERTY FOR A MORE INCLUSIVE FOOD OFFERING</b>
15	<b>Action 5.</b> From 2019, development of local initiatives against food poverty
15	<b>Action 6.</b> From 2019, improvement of the quality and diversity of donated food
15	<b>Action 7.</b> In 2020, provision to social and charity workers of interactive digital teaching resources for more effective help for individuals in situations of food poverty to progress to a healthy diet
16	<b>ENHANCING CONSUMER INFORMATION</b>
17	<b>Action 8.</b> From 2020, ensuring easy access for consumers to Food Observatory analyses of the composition of food beyond to its nutritional value
17	<b>Action 9.</b> From 2019, design on a consultative basis in the CNA of trials of labelling to indicate modes of livestock production
18	<b>Action 10.</b> In 2020, following consultation in the CNA, promotion of consumer information on the various aspects (nutritional, sanitary, environmental) of food quality
18	<b>Action 11.</b> From 2019, extension of trials of indications of the origins of milk and meat used as ingredients
18	<b>Action 12.</b> In 2020, reduction of children's and adolescents' exposure to advertising for non-recommended food and beverages
19	<b>Action 13.</b> From 2020, quality and reliability to be assured for applications informing consumers on their dietary choices
20	<b>2. Combating food waste</b>
21	<b>Action 14.</b> In 2020, extension of the scope of the Garot Act to include institutional catering and agrifood industry
21	<b>Action 15.</b> From 2019, promotion of "gourmet bags" to restaurants and their patrons
21	<b>Action 16.</b> From 2020, creation of a national "zero waste" challenge in secondary and high schools
22	<b>Action 17.</b> More effective explanation to consumers of the significance of "use by" and "best before" dates on foods
23	<b>3. Food education</b>
23	<b>DEVELOPING FOOD EDUCATION FROM EARLIEST CHILDHOOD</b>
24	<b>Action 18.</b> From 2019, a strengthening of education on food from nursery to high school by developing teaching resources dedicated to dietary education
24	<b>Action 19.</b> From 2020, making agricultural college students and teachers PNA ambassadors
24	<b>Action 20.</b> Continuation of the "Taste Lessons" programme and action to foster heightened awareness of taste in young people
25	<b>Action 21.</b> From 2019, promotion of the EU School Fruit, Vegetables and Milk scheme
26	<b>HIGHLIGHTING OUR FOOD HERITAGE</b>
26	<b>Action 22.</b> In 2020, creation of a national "Behind the Scenes in Food" day

## 27 LEVERS FOR A FASTER DIETARY TRANSITION

### 27 1. Institutional catering: a winning partner for food

- 28 **Action 23.** From 2019, involvement of institutional catering in ensuring its procurement of 50% organic, high-quality- or sustainable products by 2022
- 28 **Action 24.** From 2019, promotion of plant proteins in institutional catering
- 29 **Action 25.** Between 2019 and 2021, the publication and dissemination of new nutritional recommendations for institutional catering menus, especially in schools
- 29 **Action 26.** From 2019, roll-out of the “Canteen Enjoyment” training course in schools and its adaptation for retirement homes in 2020
- 30 **Action 27.** From 2019, promotion of the national charter for responsible, sustainable food in medical-social units
- 30 **Action 28.** From 2019, support for local government and economic actors to progress toward replacement of plastic in central catering kitchens (Ministry for the Ecological and Inclusive Transition – MTES)

### 31 2. Regional Food Projects (PATs): uniting local strengths for better food

- 31 **Action 29.** From 2019, support for local actors in developing Regional Food Projects by designing toolboxes, indicators and training courses
- 32 **Action 30.** From 2020, promotion of Regional Food Projects to serve virtuous local initiatives capable of embedding high-quality, healthy and sustainable food products in local areas and combating food poverty

## 33 A CLOSER LOOK AT FRANCE’S OVERSEAS TERRITORIES

### 34 THE TOOLS OF THE NATIONAL FOOD PROGRAMME

- 34 **Annual calls for project proposals**
- 34 **Official recognition labels**
- 35 **Publicity campaigns**

### 36 GOVERNANCE

- 36 **National governance: the interministerial steering committee**
- 36 **Regional governance: the regional food committees**
- 37 **Raising the PNA’s international profile**

### 38 GLOSSARY



## INTRODUCTION

# Towards healthy, high-quality and sustainable food available to all

The policy on food as defined in Article L1 (point I) of the French Rural and Maritime Fisheries Code (CRPM) lays down the following objectives *“to ensure access for the public to safe, healthy and varied foods of good quality and in sufficient quantity produced under conditions that are economically and socially acceptable for all and beneficial to employment, protection of the environment and landscapes as well as contributing to the mitigation of, and adaptation to the effects of climate change.”*

The lever for action by the Ministry of Agriculture and Food to meet this challenge is the **National Food Programme (PNA)**. This programme is completely in line with the import of the international recommendations made by the World Health Organization and the United Nations Food and Agriculture Organization (FAO). Addressing practically all food-related aspects, ranging from health to nutrition and including food aid, education, waste, local embedment, the circular economy, protection of the environment and biodiversity, the PNA offers a horizontal, comprehensive approach directed towards a wide diversity of target groups (children, adults, local government, food chain professionals, charities, among others). It is also aligned with the agroecological project promoted by the Ministry of Agriculture.

In strictly practical terms, the PNA's core objectives are:

- ▶ to address goals and issues relating to social justice, food education for young people and combating food waste,
- ▶ to specify the arrangements to enable local government bodies to be brought on board to embed the policy in local regions,
- ▶ to encourage the development of short distribution channels and geographical proximity between agricultural producers, processors, distributors and consumers,
- ▶ to suggest forms of action in the education and information domain in order to promote dietary balance and diversity and local products that are in season, along with nutritional and taste quality in the food market offering, adhering to France's National Nutrition and Health Programme (PNNS),
- ▶ to plan actions on the procurement in institutional catering, both public- and private-sector, of agricultural products that are in season or selected for official quality and origin labels (SIQO), and in particular those from organic farming.

Straddling as it does different public policies on health protection, the environment and the agroecological transition, the PNA necessarily interfaces with numerous other official plans. Designed for consistency with those other policies, it is more specifically linked to the new **National Nutrition and Health Programme (PNNS)** for 2019-2023, which sets targets, guidelines and focuses for policy on nutrition.

The PNA and the PNNS are the two key tools for national policy on food and nutrition to be carried forward by the government in the years 2019-2023, and they are covered in a joint presentational document presented at the meeting of the Interministerial Committee on Health 25 March 2019: the **National Food and Nutrition Programme (PNAN)**.

Pursuing the objective of ensuring the availability of food in sufficient quantity and quality, the PNA also contributes to the **National Health & Environment Plan**, particularly in terms of the links between food, metabolic illness and obesity, as well as the protection of the health of vulnerable individuals. Similarly, it helps drive changes in the food market offering, as do other official plans: **Ecophyto**, **Ambition Bio 2022** and the **Plant Protein Plan for France**. Its measures against food waste also align it with the **roadmap for the circular economy** and the national low-carbon strategy. Moreover, its actions are coordinated with the **strategy against poverty** in combating social and regional inequality. In addition, the PNA helps to achieve objectives such as the **Agenda 2030 Sustainable Development Goals in France**, especially SDG2 (zero “hunger”) and SDG12 (sustainable consumption and production).

And lastly, within the framework of the Law on the Future of Agriculture, Food and Forestry, passed on 13 October 2014, the National Food Council (CNA) contributes to the building of the PNA, especially with regard to analysis of societal expectations and organisation of public debate, as well as helping monitor its implementation.

## **THE 3<sup>rd</sup> EDITION OF THE NATIONAL FOOD PROGRAMME**

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The first version of the PNA, launched in 2010 for the years 2010-2014, focused on four topics:

- ▶ access for all to high-quality food,
- ▶ improvement of the food market offering,
- ▶ improvement of food knowledge and information,
- ▶ promotion of France’s food-related and culinary heritage

It included over 60 actions of national scope.

In the years 2015-2017, food education, efforts to reduce food waste and the promotion of social justice became core objectives for the second PNA. This was also enriched with actions for local embedment with the development of Regional Food Projects (PATs) created by the Law of the Future of Agriculture, Food and Forestry of 13 October 2014 (CRPM Article L111-2-2). Designed with partnerships in mind, this edition was reliant on actions to be driven jointly with actors in the food chain and the support of local initiatives through calls for PNA project proposals.

## **ROLL-OUT OF MEASURES FROM THE FRENCH NATIONAL FOOD CONFERENCE AND THE “EGALIM” LAW OF 30 OCTOBER 2018**

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Beginning on 20 July and ending on 21 December 2017, the French National Food Conference (États Généraux de l’Alimentation – EGA) offered a period for shared reflection and the building of new solutions for the agricultural and agrifood sectors. Based on national and regional workshops and online consultation of the general public, all stakeholders – farmers, manufacturers, distributors, trade federations, non-profit consumer associations, non-governmental organisations and elected representatives,

along with experts – were participants in this unparalleled debate on the future of our food. It was also a unique exercise in terms of its ambitions: to address all goals and issues in the sector, both upstream and downstream, ranging from problems relating to farmers' income to the public's expectations regarding their food.

Looking beyond this debate, the National Conference resulted in numerous recommendations, most of which were included in the **governmental food policy roadmap 2018-2022**. The policy aims:

- ▶ to ensure France's food sovereignty,
- ▶ to promote dietary choices beneficial to health and protective of the environment,
- ▶ to reduce inequalities of access to high-quality, sustainable food.

In parallel to the sectoral plans presented by the interbranch representative bodies, the new National Food Programme (PNA) rolls out and makes operational the principal food-related measures deriving from this roadmap and law no. 2018-938 of 30 October 2018 for balanced commercial relations in the agricultural and food sector and healthy, sustainable food available to all, also known as the "EGAlim" law. It since also been enriched by considerable reflection and published studies, in particular the opinions of the National Food Council, the CNA, and especially its "Opinion no. 81" on diet beneficial to health and the parliamentary enquiry report on industrial foods<sup>(1)</sup>.

Like the PNNS, alongside which it underpins the national policy on food and nutrition, the third version of the PNA is designed to cover the five years from 2019 to 2023. It combines both the goal of development of structurally significant measures at national level, specifically through the application of the key provisions of the EGAlim law, and stimulation of local ownership of food-related issues, most notably through projects selected following calls for proposals. From this point of view, the PNA keeps a focus on the emergence of approaches from local regions that match local needs while also contributing to national goals. And lastly, there is an additional aspect, forming a common thread throughout the PNA from the outset: restoration of trust in our food by tightening the increasingly tenuous link between farmers and consumers, between town and city dwellers and rural populations.

## **STRENGTHENED, RENEWED GOALS**

Based on the expectations expressed during the National Food Conference, a decision was taken to retain the PNA's core axes, which remain completely relevant, while also taking into account widely expressed requests for new policy focuses

It is therefore built around:

- ▶ three thematic axes: **social justice, combating food waste and food education,**
- ▶ two horizontal axes reflecting the expectations expressed during the National Conference:  
**regional food projects and institutional catering,**
- ▶ organisation of calls for project proposals to make use of grassroots partnership initiatives,
- ▶ national governance dedicated to monitoring and evaluating the programme as a whole,
- ▶ organisation of calls for project proposals to make use of grassroots partnership initiatives,
- ▶ implementation of actions as close as possible to the local level and driven by regional governance,

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(1) No. 1266 – Report by Ms Michèle Crouzet on the enquiry into industrial foods: their nutritional quality, their role in the emergence of chronic medical conditions and the social and environmental impacts of their provenance – 28 September 2018.

- ▶ an annual budget envelope of around €39m, of which €35m will come annually from EU funds, subject to funding envelopes approved in the finance law.

The meeting of targets for combating climate change is intrinsic to the many actions under the PNA, ranging from combating food waste to the promotion of sustainable food in institutional catering and raising young people’s awareness of food-related environmental issues – actions driven at national level and rolled out in the regions, most notably by means of Regional Food Projects (PATs). This is a core component of the third PNA.

The PNA defines the goals and issues for each of these core axes, presenting flagship measures at national level and leaving a high degree of flexibility for their implementation at regional level, plus possibilities for changes over time.

## A REVISED STRUCTURE FOUNDED ON OPEN FOOD GOVERNANCE

Taking its lead from the National Food Conference’s spirit of openness and dialogue, the third PNA provides for broader-based governance to include the stakeholders in food at national and regional levels. At national level, an annual milestone review of PNA implementation will be conducted by the National Food Council (CNA). Established by the EGAlim law, the regional food committees (CRALIM) provide the practical structure for regional governance to drive the new food policy locally. Alongside them is a committee charged with coordinating international actions in the context of growing demand for PNA partnerships and promotion abroad.

## THE POLICY FOCUSES OF THE NEW PNA

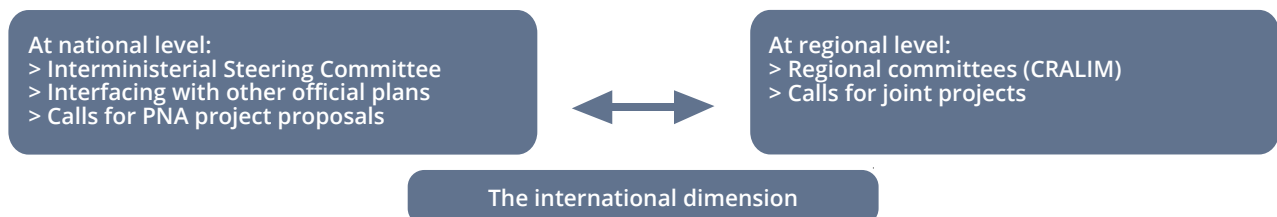
### THREE THEMATIC AXES



### TWO AXES TRANSVERSES



### STRENGTHENED GOVERNANCE AND INTENSIFIED EFFORT TO GENERATE SYNERGY





# PNA flagship measures

- 1. To increase fibre content and reduce quantities of salt, sugars and fat in everyday foods through firm undertakings given by economic actors from 2020 onward, plus promotion of Nutri-Score, with a view to its mandatory application across the EU,** in order to improve the nutritional quality of all processed foods, encouraging voluntary initiatives by industry professionals.
- 2. To reduce salt consumption by 30% by 2025** (France's commitment to the WHO). Where bread is concerned, which accounts for around 25% of the French population's daily salt intake, work will begin in 2019 with sector companies to define a target percentage and the measures needed to achieve it.
- 3. To protect children and adolescents from exposure to advertising for non-recommended foods and beverages:** encouragement of the definition of codes of conduct based on the new provisions in the EU's Audiovisual Media Services Directive.
- 4. To ensure fully transparent provision of high-quality, institutional catering for all:** to upgrade institutional catering with 50% procurement of organic, sustainable and high-quality products by 2022.
- 5. Starting in 2020, organisation of a national "Behind the Scenes in Food" day,** modelled on the National Heritage Days, in which food professionals will put on a wide range of educational and introductory events (open days, tasting sessions, visits to training centres, organisation of conferences and debates).
- 6. To expand food education from nursery to high school:** teaching resources for food education will be made available in 2019 to cover all age groups: e.g. a handbook and educational toolbox available on the Eduscol website "food" portal and the dispensing of taste education lessons.
- 7. To promote and share at national level innovative local actions as sources of creativity:** in each territorial *département*, by 2023, such initiatives will be promoted in Regional Food Projects (PATs) and an annual conference will be held.
- 8. To extend the obligation to offer a partnership to food charities to encourage donations and agricultural donations to include institutional catering and manufacturers:** from 2019, institutional catering and the agrifood industries will be directly involved in combating food waste and will need to organise food donations to charities.
- 9. To ensure high quality and reliability for digital applications informing consumers on their dietary choices:** by 2020, to define, in consultation with stakeholders under the auspices of the CNC, of the ways in which consumers can be guaranteed access to fair and relevant useful information when using these applications.



# PNA core axes

## 1. SOCIAL JUSTICE

A response to the legitimate expectations of our fellow citizens with regard to their food requires us to undertake collective action.

All actors in the food chain, from farm to fork, must take into account social, sanitary, environmental and economic issues in order to improve the quality of the food on offer.

Consumers must receive better information in order to provide to all, fully transparently and in all circumstances, the right parameters for their dietary choices.

In addition, we must act to protect the most deprived in society against food poverty and dietary imbalance. The priority is to offer to all food that is healthy, safe, sustainable and affordable.

### IMPROVING NUTRITIONAL QUALITY AND DIVERSIFYING FOOD SUPPLY

#### THE ISSUES

The link between diet and health needs no demonstration today.

This was an issue central to concerns in the National Food Conference, which emphasised that diet, combined with lack of physical exercise and sleep, is a major factor in the development of chronic medical conditions: obesity, cardiovascular disease, diabetes and cancer, most of which could be avoided with the right diet.

Although they have levelled out since 2006, the percentages of individuals who are overweight or obese continue to be too high: 34% of adults and 13% of children are overweight; 17% of adults and 4% of children suffer from obesity (ANSES, INCA 3). The social cost of obesity is estimated at €20 billion annually. Incidence of type 2 diabetes has also been increasing rapidly over the last 20 years, affecting 4.6% of the population and costing €7.7bn every year. Over and above their economic impact, these conditions are also a cause of individual and social suffering that must be addressed.

In this context, it is essential to promote diets that are more beneficial for health based on ambitious, measurable and evaluated goals in conjunction with agrifood companies, the latter having a major role to play in the nutritional quality of food supply.

#### THE STRATEGY FOR ACTION

In order to respond to the issues raised in the National Food Conference and the national public health plan, an action strategy aimed at improving nutritional quality and diversifying the market offering in food will be defined and monitored under the PNA and PNNS. It will set targets to be met, most notably for reduced intakes of salt, sugar, fat and increased fibre content.

Alongside this, the economic actors will be encouraged to start to make changes to the nutritional quality of the products they sell.

Monitoring of food supply and its consumption by the French population, as conducted by the Food Observatory and consumer studies, will also be stepped up in order to measure the effects of the undertakings given and preventive and informational programmes for consumers, and to encourage changes in food supply. Following a period for voluntary undertakings, if these do not yield demonstrable effects, mandatory measures will be introduced. With regard to bread, which accounts for over 25% of the French population's daily salt intake, work will begin in 2019 with sector companies to define a target percentage and the measures needed to achieve it. Regulatory tools will be used as a backup option

Concerning the target for reductions in salt intake and, especially in French overseas territories, sugar

consumption, the action undertaken on this 2019 will prioritise consultation with sector professionals. However, if this does not enable the defined targets to be met, regulatory controls will be needed.

The principles underlying this strategy for action will be enshrined in a signed frame agreement between central government and representatives of agrifood companies.

In addition, a “human food” component will be added to France’s protein strategy.

#### **PNA FLAGSHIP MEASURES**

**1/** From 2020, targets will be set for reductions in sugar, salt and fat and increases in fibre content, plus the promotion of voluntary engagement by economic

actors to improve the quality of the food market offering, taking steps to ensure they are met. Consideration will be given to bread in order to define a target level and the actions needed to achieve it.

**2/** From 2019, monitoring of food quality based on the Food Observatory.

**3/** From 2020, for results by 2024, measurement of the impact, food behaviour and exposure of population groups using national consumer surveys.

**4/** From 2019, a human food component will be added to France’s new protein strateg.

#### **HOW THE PNA FITS IN WITH OTHER PLANS**

Improvement of the quality of the food market offering is a core policy focus shared with the PNNS, which is part of the national health strategy and the national public health plan.

## **Action 1**

**From 2020, targets will be set for the reduction of sugar, salt and fat and increases in fibre content, encouraging voluntary engagement by economic actors to improve the quality of the market offering in food, and seeking to ensure those targets are met.**

Companies marketing products with similar characteristics will be encouraged to work together on the basis of collective agreements to improve the nutritional quality of their products.

On that basis, the PNA and PNNS together provide for the definition of targets for reductions in sugar, salt and fat and increases in fibre content and steps to ensure fulfilment of their undertakings by the economic actors. Consideration of salt levels in bread will begin in this context:

- ✓ ANSES will be given a formal request in 2019 to identify the main product segments that contribute to French dietary intake of salt, sugar and fat and to define targets for reformulation.
- ✓ Where bread is concerned, which accounts for around 25% of the French population’s daily salt intake, in order to reduce salt consumption by 30% over the period to 2025 (the undertaking given by France to the WHO), from 2019 consideration will be given, working with sector professionals, to determining a target level and the actions needed to achieve it.
- ✓ A framework agreement will be signed between the representatives of agrifood industries and the ministries of food and health. This will lay down, firstly, collective targets for reduced salt, sugar and fat consumption based on the ANSES research and, secondly, it will define the terms for collective agreements whose scope will cover broad product families, with a specific focus on sectors using the highest levels of salt, sugar, fat and additives and the lowest levels of fibre.
- ✓ These collective agreements will be renewed to take account of the sustainability issues raised during the French National Food Conference.
- ✓ The collective agreements will be regularly evaluated on the basis of measurable indicators.
- ✓ The above will be promoted to agrifood companies and generally to professional bodies and their representatives.

## Action 2

### Long-term monitoring of changes in food quality of the food market offering

The “EGAlim” law confirmed the role of the French Food Observatory<sup>(2)</sup> in the area of nutrition. Answering as it does to three government ministries (agriculture, health and economy), the Observatory informs the authorities and economic actors on changes the quality of the food market offering.

It holds objective data on the nutritional composition and labelling of processed foods. Sector professionals cooperate to collect and centralise this information, making it possible to measure their progress and compare their results.

The PNA and PNNS provide for the following:

- ✓ Consideration of possible extension of food market offering supply monitoring to include institutional catering and France’s overseas territories.
- ✓ Consideration from 2020 of the manner in which the transparency of information from the Food Observatory can be assured and arrangements for the transmission by producers of useful data in digital format.
- ✓ Promotion at EU level of the methods used by the Food Observatory in order to encourage comparison of product nutritional quality across the Member States.

## Action 3

### Measurement of the impact on food behaviour and population exposure

The National Food Conference roadmap provides for adjustments to nutritional recommendations. These are defined in relation to changes in the population’s consumption patterns and based on available data on contaminants present in foodstuffs.

Given this, over the duration of the PNA and linked into the work done under the PNNS, the following will be undertaken:

- ✓ Monitoring of consumption by the population in order to measure the effect of consumer prevention and information programmes. To that end, a national study will be launched in 2021 by ANSES to measure individual food consumption patterns and to provide regional data. Initial results from this new National Individual Food Consumption study (INCA) will be available in 2026.
- ✓ Surveillance of population exposure to certain chemicals present in foodstuffs (residues of plant protection products, environmental pollutants, neoformed compounds, natural toxins, additives, substances migrating from materials in contact with foodstuffs, trace elements and minerals) based on a new Total Diet Study (EAT 3) conducted by ANSES in 2020, which will yield its first results in 2023.

## Action 4

### From 2019, development of a human food component as part of France’s protein strategy

The President of the Republic has expressed the wish that France should equip itself with a new protein strategy to cover the next five years. That is the reason for a broad consultation process initiated on 11 February 2019 by the Ministry of Agriculture and Food. This strategy is a response to environmental, economic and international goals and issues, and is part of a European process. It is intended to be consistent with PNNS nutritional recommendations. On that basis, a human food component is to be developed as part of the strategy to foster the development of sectors producing legumes, and their consumption.

- ✓ Encouragement of actors to develop plant protein production with a view to France’s protein self-sufficiency.

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(2) Article 54 of law no. 2018-938 of 30 October 2018 for balanced commercial relations in the agricultural sector and healthy, sustainable and affordable food.



### THE ISSUES

In 2018, one French citizen in every five was unable to provide him- or herself with sufficient food for three meals a day and 86 % of the French population consider that such lack of food is a sign of poverty<sup>(3)</sup>.

Diet is a matter of human dignity. That is why the PNA has a strong social dimension in order to ensure that every individual has access to a healthy diet irrespective of their financial resources or place of residence.

### THE STRATEGY FOR ACTION.

The “EGAlim” law<sup>(4)</sup> makes the combat against food poverty part of France’s Social Action and Family Code<sup>(5)</sup>. It supports access to safe, diversified, high-quality food in sufficient quantities for individuals in situations of economic or social vulnerability.

Such individuals often have restricted options where food, and food quality are concerned. The PNA supports local initiatives to encourage access for the population groups with the least financial resources to fresh, high-quality products from the most virtuous modes of production, while at the same time building their capacity to take action for themselves in their own contexts.

Food policy contributes to the prevention of food poverty. The obligation imposed on institutional catering to ensure that at least 50 % of their procurement consists of high-quality, sustainable products from 2022<sup>(6)</sup> makes it possible to provide, given the social aspect of such catering, food of higher quality to the greatest possible number, and especially to children and elderly or dependent persons.

The Fund for European Aid to the Most Deprived (FEAD), which was granted €3.8bn in the 2014-2020 programming period, is the main tool for financing

food aid. In connection with the negotiations around the new multiannual financial framework for 2021-2027, France supports the renewal of this EU instrument, which provides genuine visibility for the concept of a “Europe that protects” and the European Pillar of Social Rights endorsed in November 2017.

With regard to regional inequalities in access to a proper diet, the PNA aims to reduce these, specifically through coverage of all production and consumption areas by Regional Food Projects. These local initiatives, to be defined to match as closely as possible the reality on the ground, can help combat food poverty<sup>(7)</sup>.

### PNA FLAGSHIP MEASURES

- 1/ From 2019, development of local initiatives against food poverty.
- 2/ From 2019, improvement of the quality and diversity of food going to food aid, underpinned by the charity sector.
- 3/ In 2020, provision to social and charity workers of interactive digital teaching resources to improve help for individuals in situations of food poverty to progress toward a healthy diet.

### HOW THE PNA FITS IN WITH OTHER PLANS

Efforts to reduce food poverty are aligned with the United Nations Sustainable Development Goals (SDG2 – zero hunger). Other programmes are also brought to bear against food poverty: the national strategy for prevention and reduction of poverty, which provides for improved access to food for children, and the PNNS, which works to train and inform those involved in combating food poverty and the individuals affected. France is also a participant in European efforts against food waste through the EU Platform on Food Losses and Food Waste.

(3) 2th edition of the Ipsos/Secours Populaire survey of poverty in France, 2018.

(4) Article 61 of law no. 2018-938 of 30 October 2018 for balanced commercial relations in the agricultural sector and healthy, sustainable and affordable food for all.

(5) Articles L266-1 and L266-2 of the Social Action and Family Code, instituted by law no. 2018-938 of 30 October 2018 – Article 61.

(6) Article 24 of law no. 2018-938 of 30 October 2018 for balanced commercial relations in the agricultural sector and healthy, sustainable and affordable food for all.

(7) The Rural and Maritime Fisheries Code – Article L111-2-2, as amended by law no. 2018-938 of 30 October 2018 – Article 64.

## **Action 5**

### **From 2019, development of local initiatives against food poverty**

Local food systems involve actors in the economy, charities and institutions. They can identify the needs and existing resources in a local area in order to suggest suitable solutions for individuals affected by food poverty.

Numerous initiatives on access to food exist in local regions in different forms ranging for example from grouped purchases to community kitchen gardens, and including cooperative distribution organisations and support for local commerce providing high-quality food.

The following measures are planned for the development of local initiatives against food poverty:

- ✓ Identification of the priorities of each local area through the regional food committees.
- ✓ Support for initiatives that include combating food poverty as part of Regional Food Projects.
- ✓ Introduction of a tool for the identification and dissemination of projects of especial excellence and the exchange of good practices that may be relevant in other localities.

## **Action 6**

### **From 2019, improvement of the quality and diversity of donated food**

The purpose of food aid is to supply food to the most deprived. This is one of the components of the social emergency response and poverty reduction programme.

Given this, it is planned to encourage the donation of unsold and surplus food to food aid charities, with a specific focus on the quality of such donations<sup>(8)</sup> and their management by charities (e.g. logistics, storage).

This action involves:

- ✓ Greater scope for the law of 11 February 2016, known as the “Garot Act”, to include the institutional catering and agrifood industries sectors, account being taken of the requirements of food safety for health and the needs and desires of food aid beneficiaries.
- ✓ Promotion of donations of high-quality agricultural products such as meat.

## **Action 7**

### **In 2020, provision to social and charity workers of interactive digital teaching resources for more effective help for individuals in situations of food poverty to progress to a healthy diet**

The aim in this case is to support professional and voluntary workers dealing with socially deprived individuals in their efforts to promote environments beneficial to healthy diets and active lifestyles.

To that end, the French Public Health Agency will build a digital resource – “Diet – Physical Activity and Poverty” – with the objective of training social and food aid workers and social organisations on nutrition and to foster action focused on healthy diets, promotion of physical exercise and limitation of sedentary lifestyles for marginalised individuals.

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(8) Environment Code – Article L541-15-6, as amended by law no. 2018-938 of 30 October 2018 – Article 6.

### THE ISSUES

Transparency of information is a key requirement for rebuilding consumer trust and meeting consumer expectations.

This is so because trust determines in large part consumers' ability to make enlightened dietary choices. It is self-evident that those choices are based on individual preferences but they also require general, integrated information which can be easily accessed when desired. This need for information, which reflects a demand widely expressed during the National Food Conference, relates most notably to the nutritional quality of products, their impacts on the environment, their origins and their modes of production.

### THE STRATEGY FOR ACTION

In order to enhance consumer information, new nutritional recommendations have been issued by the French Public Health Agency since 22 January 2019 for adults, and by 2020 for children, pregnant women and senior citizens.

Additionally, the roll-out of the Nutri-Score simplified system of nutritional labelling and its adoption at EU level will be encouraged, with a view to it becoming mandatory. An evaluation of the results of the scheme will be established before 2021 by the Food Observatory, which is tasked with monitoring Nutri-Score.

Moreover, in order to respond to the wishes of consumers for access to information on product origins, trials of origin labelling for dairy and meat-based products have been ongoing since 1 January 2017. These will continue until 31 March 2020 with the notable aim of arriving at a full assessment of the results and obtaining an overview of similar initiatives in other countries.

In line with these trials, on 7 February 2019 the government mandated the National Food Council (CNA) to examine the advisability of labelling to indicate livestock farming methods, as is already the case for egg production.

To supplement the above, for more transparent consumer information, manufacturers, acting through the National Agrifood Industry Association, have undertaken in their sector strategy agreement signed on 16 November 2018, to create a digital food platform: "Num-Alim". The purpose of Num-Alim is to gather verified data on food products as updated in real time by their producers. Initially, it will aggregate labelling information on food products along with other data such as modes of production, Nutri-Score rankings, applicable labels and environmental footprints.

In addition, regulation of food marketing, mainly where it targets children and adolescents, must be such as to limit encouragement to consume certain foods that do not contribute to properly balanced nutrition. In order to reduce the exposure of the youngest children to advertising for such foods and to encourage the adoption of the nutritional recommendations, the charter of the French Higher Audiovisual Council (CSA) must be revised to strengthen the undertakings to be given by actors and extend its scope to include radio and the Internet. This work will be closely aligned with the EU's new Audiovisual Media Services Directive.

And lastly, for more enlightened consumer choices, reflection will begin on the quality and reliability of digital applications informing consumers on dietary choices.

### PNA FLAGSHIP MEASURES

- 1/** From 2020, consumer access to be facilitated to the information and analysis of the Food Observatory regarding the composition of foodstuffs, in addition to their nutritional quality.
- 2/** From 2019, trials to be designed in the CNA for product labelling to indicate livestock production modes.
- 3/** In 2020, following CNA consultation, consumer information to be promoted on the various aspects (nutritional, sanitary, environmental) of food quality.
- 4/** From 2019, the trials to be continued of labelling to indicate the origins of milk and meat used as ingredients.

5/ In 2020, children's and adolescents' exposure to be reduced to advertising for non-recommended food and beverages.

6/ From 2020, quality and reliability to be assured for applications informing consumers on their dietary choices.

#### HOW THE PNA FITS IN WITH OTHER PLANS

Enhancement of consumer information is an objective common to both the PNA and PNNS, contributing to the prevention policy driven by the national health strategy.

## Action 8

### From 2020, ensuring easy access for consumers to Food Observatory analyses of the composition of food, in addition to its nutritional value

Mandatory labelling information can inform consumers as to the composition of foodstuffs in addition to the nutritional data summarised in the Nutri-Score. That information specifically covers additives (e.g. colorants, preservatives, antioxidants), flavouring, allergens, GMOs, ingredients in nanoparticle form, and so on.

The Food Observatory is tasked with general monitoring of the market offering of processed products in France, measuring changes in nutritional quality (nutritional composition and label information). Each year it publishes reports on changes in the quality of foodstuffs categorised by the food sectors surveyed (e.g. biscuits, cereals, preserved meats, jams, ice creams, bread, pizzas) and so-called "horizontal" studies that cover ingredients, for example, including additives. If given a higher profile, this information can give consumers greater visibility regarding for example the presence of additives or allergens in all foodstuffs at a given moment in time.

Given the above, it is appropriate:

- ✓ to begin to look at how to ensure the transparency of information from the Food Observatory,
- ✓ to facilitate dematerialised transmission by food producers of data useful to the Food Observatory,
- ✓ to raise the profile of this information for the general public.

## Action 9

### From 2019, design on a consultative basis in the CNA of trials of labelling to indicate modes of livestock production

There is a new focus by consumers on product origins and traceability, nutritional quality, processing and production methods. A particular desire for progress in the direction of greater transparency on modes of production was expressed during the National Food Conference. Where livestock farming is concerned, the CNA was asked to look at trials of labelling to indicate livestock farming methods, giving priority to consultation of the actors involved and with particular attention to such a scheme's alignment with EU law.

This action involves the following, in conjunction with the CNA:

- ✓ Monitoring the implementation of such trials,
- ✓ Inclusion of relevant recommendations in defining new labelling arrangements for products of animal origin to reflect the production methods used.

## **Action 10**

### **In 2020, following consultation in the CNA, promotion of consumer information on the various aspects (nutritional, sanitary, environmental) of food quality**

Consumers are increasingly interested in information regarding the ecological footprint of products. In order to promote more responsible consumption, there is a need to encourage and highlight producers' and distributors' efforts on eco-design and provision of clear consumer information. It is important for that information to be reliable, based on validated methods and inclusive of the various environmental issues. That is the objective of the national approach on environmental communication, which has led to issuance of a set of general criteria on food that can be adapted to different sectors and products. This work on environmental communication is being conducted at both national and EU levels.

✓ From 2020, the question of communication to consumers on the various contributory factors (nutritional, sanitary, environmental) relating to food product quality will need to be submitted to a consultation working group and public debate in the CNA.

## **Action 11**

### **From 2019, extension of trials of indications of the origins of milk and meat used as ingredients**

Trials of labelling to indicate the origins of milk and meat used as ingredients have been ongoing since 1 January 2017.

It has been decided:

✓ to continue these trials until 31 March 2020, with the specific aim of arriving at a comprehensive evaluation of the results and at an overview of similar initiatives in other countries, as well as taking relevant recommendations into account,

✓ to define on that basis and if applicable new labelling arrangements harmonised at EU level for products of animal origin.

## **Action 12**

### **In 2020, reduction of children's and adolescents' exposure to advertising for non-recommended food and beverages**

Among the major strategies recommended internationally to limit incidence of obesity in children, reduction in food marketing plays a key role.

In November 2018, the new EU Audiovisual Media Services directive was published. This must be transposed into domestic law no later than September 2020. It contains provisions to encourage codes of conduct aimed at effectively reducing the exposure of children to audiovisual advertising for foods and beverages whose consumption it is recommended to limit and to avoid highlighting the positive side of their nutritional characteristics.

Implementation of this directive will allow young people's exposure to advertising to be more effectively regulated.



## **Action 13**

### **From 2020, quality and reliability to be assured for applications informing consumers on their dietary choices**

There is strong growth and increasing market success for information applications on food available on line or on smartphones. Given that they guide consumers in making their dietary choices, there is a need to ensure that such applications are based on solid foundations enabling them to reach fair, enlightened decisions.

To that end:

- ✓ it will be appropriate, in consultation with stakeholders under the auspices of the National Consumer Council (CNC), to define parameters to guarantee consumers access to relevant, fair information when using such applications.

## 2. COMBATING FOOD WASTE



Wasted food is food of all kinds intended for human consumption but which at some point in the food supply chain, is lost, thrown away or has deteriorated. In France, nearly 10 million tonnes of consumable food are thrown away each year. When related to the population size, such losses and waste represent 150 kg per capita per year for the food chain as a whole<sup>(9)</sup>. Although France is at the forefront of the combat against food waste, our efforts need to be stepped up to achieve even more drastic reductions.

### THE ISSUES

Combating food waste means adopting ethical, responsible behaviour to reflect the fact that many people have trouble obtaining enough food to eat. Combating food waste means contributing to the protection of the environment by preserving natural resources and reducing greenhouse gas emissions.

Lastly, it means increased purchasing power. Every French citizen personally wastes an average of 50kg of food every year, of which 20-30kg could still be consumed. This is the equivalent of one meal a week, or €259 a year (10). The total economic loss for producers and households represented by such wastage is estimated at €16bn a year in France. The PNA defines new milestones in the effort to limit this waste.

### THE STRATEGY FOR ACTION

Combating waste is a priority reaffirmed by the National Food Conference, and this is reflected in France in both legislative and incentive measures.

The law of 11 February 2016, known as the “Garot Act”<sup>(11)</sup>, prohibits the destruction of unsold food that can still be consumed and obliges the major distributors to seek partnerships with food aid charities to donate unsold products. It also makes the combat against waste part of the Education Code<sup>(12)</sup>. The EGAlim law of 30 October 2019 further strengthens these provisions.

Additionally, the National Pact Against Food Waste brings together all stakeholders throughout the food

chain in support of a national objective of halving total losses and wastage of food over the period to 2025. The Pact makes prevention a priority and it is organised around voluntary commitments.

### PNA FLAGSHIP MEASURES

- 1/ In 2020, extension of the provisions of the Garot Act to include the institutional catering and agrifood sectors.
- 2/ From 2019, promotion of “gourmet bags” to restaurants and their patrons.
- 3/ In 2020, creation of a national “zero waste” challenge in secondary and high schools.
- 4/ In 2020, improved explanation to consumers of the significance of use-by dates on food products.

### HOW THE PNA FITS IN WITH OTHER PLANS

Efforts to reduce food waste are in line with the United Nations Sustainable Development Goals (SDG12: sustainable modes of consumption and production). They also align with the French roadmap for the circular economy (FREC), which looks to set in train a transition from a linear economic model – “producing, consuming, discarding” – to a circular model covering the entire product lifecycle, ranging from product eco-design to waste management, and limiting waste. It also contributes to France’s National Low-Carbon Strategy (SNBC) which defines strategic policy focuses for implementation of the transition to a low-carbon, sustainable economy.

(9) A 2016 study carried out by the French Energy and Environment Agency (ADEME) with participation by the ministries of food and the environment, the National Institute of Agricultural Research (INRA) and the non-profit association France Nature Environnement.

(10) Idem.

(11) Law no. 2016-138 of 11 February 2016 on limiting food waste.

(12) Education Code – Article L312-17-3, as amended by law no. 2018-938 of 30 October 2018 – Article 90.

## Action 14

### In 2020, extension of the scope of the Garot Act to include institutional catering and agrifood industries

Measures in the EGAlim law to foster the development of food donations will be implemented under the PNA:

- ✓ Extension to the institutional catering and agrifood industries sectors of the obligation to offer a food donation agreement with approved food aid charities.
- ✓ Extension to all institutional catering organisations of the obligation to introduce an action plan against food waste backed by an initial diagnostic analysis.

An evaluation of the Garot Act to be carried out in 2019 by the Ministry of Agriculture and Food will throw useful light on the manner in which its scope can be extended to other sectors.

## Action 15

### From 2019, promotion of “gourmet bags” to restaurants and their patrons

The EGAlim law includes an obligation, effective from 1 July 2021, for commercial restaurants and licenced premises to provide to patrons requesting them reusable or recyclable recipients allowing food and beverages not consumed in the establishment to be taken away, with the exception of food provided in the form of an “eat-all-you-can” buffet<sup>(13)</sup>.



As an accompaniment to this mandatory measure, it is planned:

- ✓ to promote the “gourmet bag” brand (a French version of the “doggy bag”) launched in 2014 as long ago as 2014 by the Ministry of Agriculture and Food,
- ✓ to conduct publicity campaigns to raise the awareness of consumers and restaurant operators to waste prevention and the preservation of food safety for health.

## Action 16

### From 2020, creation of a national “zero waste” challenge in secondary and high schools

Young people have a key role to play in combating food waste. Greater ownership of this issue must involve teaching that directly targets children in school. The PNA therefore promotes active participation by children in a national challenge aimed at encouraging them to take action and to work on a practical project linked to efforts to limit food waste. The first edition of this will be launched during the 2019-2020 school year on a trial basis in five education authorities (Bordeaux, Poitiers, Limoges, Caen and Rouen) before its nationwide roll-out at the beginning of the new school year in the autumn of 2020.

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(13) Article 62 of law no. 2018-938 of 30 October 2018 for balanced commercial relations in the agricultural and food sector and healthy, sustainable food available to all.

## Action 17

### More effective explanation to consumers of “use by” and “best before” dates on foods

Greater awareness at the level of the individual is essential for combating food waste because it is the accumulation of minor acts of wastage often not perceived as such by individuals that has a real negative impact on the environment and consumer budgets.

Given this, it is planned:

- ✓ to inform consumers more effectively on the significance of «use by» and «best before» dates,
- ✓ following verification of its suitability for stakeholders, and especially consumer associations, to seek a correction to the French version of Regulation (EU) no. 1169/2011 on the provision of food information to consumers by replacing the statement “à consommer de préférence avant le [date]” (preferably consume by) by “meilleur avant” (best before) with regard to the Date of Minimum Durability (DDM).

### 3. FOOD EDUCATION

Reliance on food education means counting both on the understanding, appropriation and ownership of healthier and more environmentally-friendly food behaviour by young people and on targeting those around them to enable discovery or rediscovery of our exceptional culinary heritage.

#### DEVELOPMENT OF FOOD EDUCATION IN EARLIEST CHILDHOOD

##### THE ISSUES

Like language, food behaviour and taste are formed in earliest childhood. To reinforce education on food for the youngest children is to give them the means to understand and assimilate the link between diet, health, the environment and the French agricultural model.

This work on knowledge transmission should allow individuals, often far removed from the rural world, to grasp the importance of the goals and issues of our agriculture and our food model from field to fork.

##### THE STRATEGY FOR ACTION

School is an especially favourable context in which to promote a healthy, sustainable diet based on conviviality, taste and a proper balance between different foods. Children at school should be given the means to know, access and appreciate the rich wealth of food in France.

The importance of the educational dimension was reaffirmed during the National Food Conference as a lever for advancing the food transition. France's Education Code<sup>(14)</sup> provides for the dispensing of information and education on food and food waste

in schools as part of the school syllabus and out-of-school activities. The EGalim law extends this provision to all teaching establishments, i.e. secondary and high schools.

##### PNA FLAGSHIP MEASURES

**1/** From 2019, education on food from nursery to high school will be strengthened by developing teaching resources dedicated to education on food and combating food waste.

**2/** From 2020, students and teachers in agricultural colleges will be made ambassadors for the PNA.

**3/** From 2019 the "Taste Lessons" programme will be continued and action taken to heighten awareness of taste in young people.

**4/** From 2019, the EU School Fruit, Vegetables and Milk scheme is to be promoted.

##### HOW THE PNA FITS IN WITH OTHER PLANS

Dietary education programmes for young people are part of an educational pathway directed by the Ministry of National Education. Education on diet is notably included in the national health strategy and reflected in the national public health plan and the PNNS.

(14) Education Code – Article L.312-17-3, as amended by law no. 2018-938 of 30 October 2018 – Article 90



## Action 18

### From 2019, a strengthening of education on food from nursery to high school by developing teaching resources dedicated to dietary education

Numerous educational programmes covering all aspects of diet (nutritional, cultural, heritage, economic and environmental) are already being implemented in schools.

In order to improve support for staff, the PNA provides the following in conjunction with the Ministries of National Education and Health:

- ✓ Production and promotion of a handbook for primary and secondary school teachers to guide them in dispensing food education.
- ✓ Production and promotion, with support from education authorities and regional training and development departments, of an educational toolbox via the Eduscol website “Food” portal. This is a set of teaching materials and illustrative examples to help in preparing and leading food education sessions.

## Action 19

### From 2020, making agricultural college students and teachers PNA ambassadors

Agricultural teaching facilities operating under the authority of the Ministry of Agriculture and Food are in the front line where the profound changes affecting agriculture, food and rural areas are concerned. They are in an especially favourable position to play a role as ambassadors for the National Food Programme, notably by:

- ✓ running practical, innovative projects aligned with the PNA core axes,
- ✓ building partnerships with schools run by the Ministry of National Education: visits, joint projects, presentation of farming and food careers,
- ✓ helping highlight the value of local products, most notably those with a quality or origin label, and taking part in Regional Food Projects.

## Action 20

### Continuation of the “Taste Lessons” programme and action to foster heightened awareness of taste in young peoples

The “Taste Lessons” programme has been ongoing in schools across France since 2012 under the aegis of the Ministries of National Education and Agriculture. The goal is to stimulate children’s enjoyment of taste and curiosity about food. The programme is based on all five senses to help children learn about food. In particular, it contributes to prevention of obesity and lessens children’s resistance to certain foods.

This flagship programme will be given renewed impetus by:

- ✓ rolling out “Taste Lessons” – currently centred on primary schools – to include all establishments for children and all age levels,
- ✓ updating the training of “taste referents” by the Ministry of Agriculture and Food,
- ✓ creating training courses for teachers and out-of-school activity leaders.

## Action 21

### From 2019, promotion of the EU School Fruit, Vegetables and Milk scheme

The EU School Fruit, Vegetables and Milk scheme combines the distribution of products and the application of an educational programme in schools.



The scheme has the following objectives:

- ✓ to make lasting changes in dietary patterns and promote healthier dietary habits from earliest childhood,
- ✓ to diversify dietary habits by introducing pupils to products that are rarely consumed,
- ✓ to strengthen the links between food production, processing and consumption,
- ✓ to assess the possibilities for expansion of the School Fruit, Vegetables and Milk scheme to include legumes.

The following is planned:

- ✓ An expansion of the scheme, which receives annual EU funding of €35m, by involving local government and institutional catering services, and by linking it with other regionally-based programmes, and specifically the Regional Food Projects. Its French version is part of the support framework for implementation of the EGalim law, which aims to promote a healthy, safe and sustainable diet for all, including 50% high-quality, sustainable products, of which at least 20% should be organic, in meals provided by the catering services of all public-sector establishments from 1 January 2022. The aim of the scheme is to foster healthier food behaviour and to help pupils get to know agricultural and agrifood sectors and products better, especially those with official quality and origin labels (SIQO), thereby increasing their consumption in midday meals.
- ✓ Trials to evaluate the possibility for roll-out of the scheme to include breakfast to combat food poverty for pupils in secondary schools in areas with priority education needs (REP/REP+) in Metropolitan France and all teaching establishments (public and private) in France's overseas départements and territories. Trials have begun for secondary-level pupils in areas with priority education needs (REP/REP+) in Metropolitan France and all teaching establishments (public and private) in France's overseas départements and territories. This is important because the lack of a proper meal before the school day begins reduces pupils' attention span and ability to concentrate. The objective of such breakfasts is not only to give the children a more balanced diet and promote healthier food behaviour but also to make them more successful at school. As a supplement to this educational measure, the scheme also allows the schools concerned to distribute fruit and milk during the breakfasts.

## HIGHLIGHTING OUR FOOD HERITAGE

### THE ISSUES

Agriculture and agrifood form a key pillar of the French economy, accounting for 3.5% of GDP and 5.5% of employment. Agriculture and agrifood therefore help drive France's local regions.

Our food heritage has a rich wealth of over a thousand products covered by quality and origin labels. It is a core element of our national identity and deserves to be highlighted in France and internationally.

Spreading the reputation for excellence of the French model for agriculture and agrifood also helps win new market share abroad and creates jobs in France. It also means giving young farmers and entrepreneurs a future and a role in society.

### THE STRATEGY FOR ACTION

In 2010, the gastronomic meal of the French was added to the list of humanity's intangible heritage. French agricultural and agrifood products enjoy a reputation for quality around the world. The diversity of its products and the vitality of our agrifood businesses together form the French food heritage, alongside the reputation of our food, and our

collective attachment to the meal as concept and its symbolic representations.

It is important to preserve this collective good and to ensure that it lives on into the future.

Indeed, regular family meals help reduce risks of obesity and eating disorders. Conviviality, conversation and discovery of new flavours are part of our identity, forming the French food model. National and international gatherings are therefore opportunities to spread awareness of this and highlight its value.

### PNA FLAGSHIP MEASURES

In 2020, a national day entitled "Behind the Scenes in Food", modelled on France's National Heritage Days, will be organised to help discover, rediscover and celebrate our agriculture, our food and our culinary heritage.

### HOW THE PNA FITS IN WITH OTHER PLANS

The PNA is part of the Europe and International strategy of the Ministry of Agriculture and Food for the years 2018–2022.

## Action 22

### In 2020, creation of a national "Behind the Scenes in Food" day

In a context typified by consumers' distrust of their food, the PNA sets out to bring the general public closer to the actors in the production and manufacture of the products they eat and drink. A national event called "Behind the Scenes in Food" is to be created and rolled out locally.

The objectives are:

- ✓ to provide the public with fully transparent information on the links in the food chain,
- ✓ to promote the reputation of food and agriculture as safe and protective of the environment, livestock and people,
- ✓ to introduce the public to the products that form France's food heritage,
- ✓ to encourage young people to take up food-related careers.

During this event, food professionals (farmers, self-employed tradespeople, agrifood companies, distributors and representatives of the various food sectors) will offer a wide range of teaching and discovery events for the general public: open days, tasting sessions, visits to training facilities (agricultural colleges, schools), organisation of conferences and debates, and much more.

# Levers for a faster dietary transition

In order to assist our agriculture as it progresses towards models that are more effective in economic, social, environmental and sanitary terms, and to provide a healthy, safe and sustainable diet for all, the PNA is reliant on two levers for action: Regional Food Projects, which tie foodstuffs to local areas, and institutional catering, whose procurement is regulated by the EGAlim law.

## 1. INSTITUTIONAL CATERING: A WINNING PARTNER FOR FOOD

### THE ISSUES

In France, fifteen million people eat at least one meal a day out of home, and more than half of those meals are served in institutional catering facilities<sup>(15)</sup>. This specific feature of France makes such out-of-home catering an unavoidable reality of the daily life for many in France.

In all, nearly 100,000 public or private-sector catering facilities provide over 3.5 billion meals a year. Given the importance of this sector, it is essential to make it a primary lever for action to transform our food model.

Institutional catering relates to a diverse set of groups that include those described as “sensitive” (children of nursery age and older, adolescents, senior citizens, hospital patients and the dependent elderly in retirement homes). It is a factor in virtually every food-related issue:

- public health and social justice, through consumers’ access to high-quality food in sufficient quantities and through food donations,
- sustainability and regional embedment, notably through procurement arrangements,
- education, given the high percentage of young consumers,
- the highlighting of the value of the French culinary heritage through the selection of products and the expertise of the catering operators.

Institutional catering is a powerful lever for changing food practices, reducing inequality and recreating value-added for the various sectors.

### THE STRATEGY FOR ACTION

During the National Food Conference, there was a strong feeling that institutional catering should be given a key role in the dietary transition.

On that basis, the PNA will focus on improvements in food quality through an upgrading process and provision of guaranteed satisfactory nutritional quality. Its actions will be founded on intensified dialogue between catering stakeholders. And lastly, it will step up its actions to inform catering users and make them more aware of dietary issues.

### PNA FLAGSHIP MEASURES

- 1/** From 2019, involvement of institutional catering in ensuring its procurement consists of 50% organic, high-quality- or sustainable products by 2022.
- 2/** From 2019, promotion of plant proteins in institutional catering.
- 3/** From 2019 to 2021, publication and dissemination of new nutritional recommendations for canteen menus, particularly in schools.
- 4/** From 2019, implementation of the “Canteen Enjoyment” training course in schools and its adaptation for the dependent elderly in retirement homes in 2020.
- 5/** From 2019, promotion of the national charter for responsible and sustainable food in medical-social facilities.
- 6/** From 2019, support for local government and economic actors to progress towards the replacement of plastic in central catering kitchens.

(15) Gira study of food services in “Foodservice France 2018”.

The French National Institutional Catering Council (CNRC), which was set up on 13 March 2019, brings all the sector's actors together to ensure application of the measures on institutional catering in the EGAlim law.

Its core tasks are:

- ✓ to organise a consultation process on application of the law and to monitor its progress,
- ✓ to put in place the support measures provided for in the law, in particular regarding training and decision aids for buyers,
- ✓ to foster exchanges of views between stakeholders and to disseminate good practice in the sector,
- ✓ to take into consideration different sectors' specific issues, especially hospitals, medical-social units, schools and prisons

## **Action 23**

### **From 2019, involvement of institutional catering in ensuring its procurement of 50% organic, high-quality- or sustainable products by 2022**

The EGAlim law<sup>(16)</sup> contains a number of provisions specific to public catering facilities and to private-sector catering providing a public service.

Firstly, by 2022 they must ensure that their procurement includes 50% high-quality and/or sustainable products, 20% of which must come from organic agriculture or farms converting to organic.

Additionally, such facilities will be encouraged to expand their purchases of products from fair trade sources and Regional Food Projects.

And lastly, from 1 January 2020 canteen customers are to be informed at least once yearly by poster display or email of the percentage of such products in meal composition.

To implement the above measures, it is planned:

- ✓ to expand staff training provision, especially for the drafting of food procurement contracts to meet the requirements of the law,
- ✓ to assess the financial impacts of the above measures for catering facilities and their users, leading to submission of a report to Parliament,
- ✓ to encourage participation by catering facilities in Regional Food Projects specifically with a view to fostering local procurement,
- ✓ to consider whether it would be appropriate to extend these obligations to all private-sector catering services.

## **Action 24**

### **From 2019, promotion of plant proteins in institutional catering**

Proteins are necessary to our diet; they may come from animals or plants. The EGAlim law adds the following to the French Rural Code<sup>(17)</sup>:

- ✓ production by catering staff of a multiannual plan for protein diversification to include alternatives based on plant proteins for the meals offered to users,

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(16) Article 24 of law no. 2018-938 of 30 October 2018 for balanced commercial relations in the agricultural and food sector and healthy, sustainable food available to all.

(17) Article 24 of law no. 2018-938 of 30 October 2018 for balanced commercial relations in the agricultural and food sector and healthy, sustainable food available to all.

- ✓ A two-year programme of trials of weekly vegetarian menus in school canteens.

Given the above, catering sector actors will be assisted by the CNRC in implementing these legislative provisions and assessing their impact.

## **Action 25**

### **Between 2019 and 2021, the publication and dissemination of new nutritional recommendations for institutional catering menus, especially in schools**

Institutional catering must meet the physiological and nutritional needs of its customers, and it must therefore provide them with food that is safe and healthy in sufficient quantities as well as being to their taste, while at the same time keeping within budget and time constraints.

Based on new PNNS dietary recommendations, the nutritional recommendations for facilities serving meals to very young children, the elderly (including dependent residents of retirement homes), schools and adults in companies are to be updated as part of the work done by the National Institutional Catering Council (CNRC). Those recommendations will be based on the work of a college of experts free of any conflict of interest.

In the case of school canteens, the official order of 30 September 2011 on the nutritional quality of meals served in schools will be revised to reflect the new dietary recommendations.

It is planned in this connection:

- ✓ to draft and to publish official recommendations,
- ✓ to publish an official order on school canteens to bring the order of 30 September 2011 up to date.

## **Action 26**

### **From 2019, roll-out of the “Canteen Enjoyment” training course in schools and its adaptation for retirement homes in 2020**

The “Canteen Enjoyment” training course is intended for institutional catering cooks and managers, as well as directors of establishments, parents, pupils and teachers, who subsequently sign up to a network for the exchange of good practice.

It comprises a range of modules coordinated by a dietician and led by experts in their fields (e.g. cooking, dietetics, sensory awakening, food behaviour, management, communication).

The course will be dispensed in retirement homes for the dependent elderly to ensure that their residents, who often have no control over their diet, can rediscover the taste and pleasure of good food. Canteen Enjoyment will contribute to the wellbeing of our senior citizens and help maintain their human dignity.

With a view to revitalising this scheme, the PNA, in conjunction with the relevant government ministries, proposes:

- ✓ to strengthen the scheme and to roll out the “Canteen Enjoyment” course,
- ✓ to adapt the course to retirement homes for the dependent elderly and bring the trainer’s manual to date,
- ✓ to mobilise all those involved in the scheme, and especially the Regional Health Agencies (ARS), education authorities and the governing councils in the departements.

## Action 27

### From 2019, promotion of the national charter for responsible, sustainable food in medical-social units

Improvements in the food provided is a key factor for health in medical-social units and must be central to the thinking of all involved in order to promote the health and wellbeing of their clients.

A “national charter for responsible, sustainable food in medical-social units” was signed by the Minister for Social Affairs and Health and the Minister of Agriculture in 2017 and proposed to managers of these facilities.

The charter is designed to be consistent with PNNS and PNA measures. It aims to promote the enjoyment of meals, to improve the diets of the clients of these units in the interests of their health and wellbeing, to combat food waste and to guarantee local procurement of high-quality products.

To achieve the above, it is planned:

✓ to promote the national charter for application in the facilities concerned. In signing the charter, medical-social units undertake to make commitments on good food, good product procurement and waste reduction integral to their service.

## Action 28

### From 2019, support for local government and economic actors to progress toward replacement of plastic in central catering kitchens (Ministry for the Ecological and Inclusive Transition – MTES)

Plastics are manufactured from many chemicals, some of which are suspected to be hormone disruptors and as possibly having an impact on health and the environment.

The EGAlim provides for a ban from 2025 on plastic containers intended for the cooking or reheating of food. Steps have already been taken at local level to reduce the use of plastics in certain sectors and specifically in canteens.

✓ Provision of support for the drafting of a white paper on replacing plastic in central kitchens for the assistance of local government and economic actors.



## 2. REGIONAL FOOD PROJECTS (PATs): UNITING LOCAL STRENGTHS FOR BETTER FOOD



### THE ISSUES

The involvement of local regions and local ownership of food-related goals and issues are conditions to be met for successful food policy. A core task of the PNA is to support national priorities (social justice, combating waste, food education) both pragmatically and as close as possible to grassroots level. It therefore fosters and supports local movements that can also serve as the vehicles for broader goals and issues (environment, jobs, regional vitality).

The PNA supports schemes that reinforce the sense of local identity and promote food that is healthy, safe, sustainable and available to all. The support for Regional Food Projects reflects this goal.

### THE STRATEGY FOR ACTION

Regional Food Projects (PATs) were created by the law on the future of agriculture, food and forestry of 13 October 2014 and are founded on a shared analysis of local agricultural and food production, the population's need for food, and the social, economic and environmental constraints and advantages at local level. They are part of the roll-out of PNA targets across local regions and reconciliation of those targets with local realities.

As horizontal schemes by their very definition, PATs cover different areas of public action (food, agriculture, environment, health, social justice, the economy,

regional development) in order to make them consistent across a given local area, based around food as a theme. They rely on voluntary action by partners: local government, farmers, producers, companies and cooperatives active in processing, distribution and marketing, those involved in the social and inclusive economy, support and research bodies and civil society.

The National Food Conference placed emphasis on the key role of PATs in applying our food policy across the regions. The goal is to succeed in ensuring the widest possible coverage of the country's main production and consumption areas. PAT support is to be stepped up on that basis. Measures will be implemented to promote the scheme. Additionally, the PNA will support initiatives aimed at developing or setting up new PATs, with a particular focus on France's overseas territories.

### PNA FLAGSHIP MEASURES

- 1/ From 2019, support for local actors in developing Regional Food Projects by designing toolboxes, indicators and training courses.
- 2/ From 2020, promotion of Regional Food Projects to serve virtuous local initiatives capable of embedding high-quality, healthy and sustainable food products in local areas and combating food poverty.

### Action 29

#### From 2019, support for local actors in developing Regional Food Projects by designing toolboxes, indicators and training courses

If the PAT programme is to be given greater energy, there must be a response right from the outset to the needs expressed by those leading projects.

The PNA therefore sets out:

- ✓ to put in place a scheme leading to PAT recognition, accompanied by specific funding provided via regional agricultural directorates (DRAAFs), with the aim of enhancing local synergy. This scheme will provide greater clarity for PAT support upstream, foster their emergence and help keep track of their number,

- ✓ to continue to highlight the value of PATs and raise their profile through the award of an official label “REGIONAL FOOD PROJECT – officially recognised by the Ministry of Agriculture and Food” created in 2017. This recognition, which is not accompanied by any funding, is granted to projects that have reached an advanced stage of consolidation,
- ✓ to provide special training to give technical and methodological support to those leading PATs and to assist project start-up. The way in which PATs are led is in fact a key factor for their success. PAT networks allow the exchange of good practice and the sharing of experience.

### **Action 30**

#### **From 2020, promotion of Regional Food Projects to serve virtuous local initiatives capable of embedding high-quality, healthy and sustainable food products in local areas and combating food poverty**

In order to present the PAT scheme, highlight existing projects and share feedback from them:

- ✓ an annual national event will be held to link up and bring together all stakeholders involved in or likely to be involved in a PAT (e.g. local elected officials, ministries, non-profit associations, sector professionals). It will also give a national profile to those awarded PAT recognition,
- ✓ a website will be set up to map all PATs and highlight local initiatives,
- ✓ an overall assessment of the implementation of the scheme will be produced.

# A CLOSER LOOK AT THE OVERSEAS TERRITORIES

The Overseas Blue Book, drafted as part of the Overseas Conference (2018), recommends that food and the bioeconomy should be made central to sustainable agriculture projects, with a view to making food and food self-sufficiency a lever for the economic development of overseas territories.

Food is the leading expense for household consumption in the overseas territories, the main reasons for which are local consumer habits, the prices of imported products and local farming's uneven performance. Local food supply lacks fresh produce and consumers tend to opt for products of lesser nutritional value. Food policy is therefore a particularly sensitive issue for which food self-sufficiency has central importance.

In order to reduce their dependence on imports, France's overseas territories must develop agriculture and agrifood as key sectors. Such a profound transformation requires the involvement of the actors in organised schemes to meet the needs and expectations of the inhabitants of each territory while at the same time ensuring that sectors with a positive future can develop.

Given the above, the Overseas Blue Book lays down three priorities:

- ▶ to support an upgrading of the products of overseas agriculture,
- ▶ to foster the creation of PATs,
- ▶ to make institutional catering a priority for giving structure to supply chains.

The PNA provides a framework for supporting initiatives that enable the food requirements of overseas populations to be met in terms of both quality and quantity.

Several ongoing studies<sup>(19)</sup> will in fact provide a more faithful characterisation of the nutritional status of these populations, of local food supply and its interaction with food behaviour, to help focus public policy, especially policy aimed at assisting an upgrading of agriculture and agrifood products. Extension of the Food Observatory's remit to include France's overseas territories will be considered in this connection.

Additionally, the CNA will continue the work on its "Opinion 81" relating to healthy diets with a view to formulating recommendations suited to the overseas territories.

PATs initiated by local actors will be encouraged and provide the framework for action in the medium term to ensure that local farming and fisheries respond more effectively to the needs of the population for food that is safe, healthy and sustainable.

And lastly, institutional catering is an important outlet for supply chains in the overseas territories. The application of catering procurement targets for organic and high-quality products to match the specific features of those territories<sup>(20)</sup> represents an opportunity for development, upgrading production and structural organisation of their supply chains.

(19) A collective expert assessment of the nutritional situation in the overseas territories produced by the French National Research Institute for Sustainable Development (IRD) in connection with the PNNS and the Nutwind Research Project conducted by the French National Institute for Agricultural Research (INRA) in Martinique and Guadeloupe.

(20) Articles 24 and 98 of law no. 2018-938 of 30 October 2018 for balanced commercial relations in the agricultural and food sector and healthy, sustainable food available to all.

# The tools of the national food programme

## ANNUAL CALLS FOR PROJECT PROPOSALS

Calls for national project proposals allow initiatives of especial excellence aligned with PNA themes to be highlighted. There has for this reason been a national call for proposals every year since 2014, in partnership with the French Environment & Energy Management Agency (ADEME) since 2016, with the Ministry for Solidarity and Health since 2017 and with the General Commission for Territorial Equality since 2018. Some 120 projects have been selected, with the award of a total subsidy of nearly €5 million over the period 2014–2018, involving an overall investment of more than €13 million, centred on the core axes of the PNA (social justice, food education, combating food waste, regional embedment and Regional Food Projects). Information on the projects funded and the tools possibly developed in this context will be made public in order to expand project dissemination. The aim is in fact to ensure the dissemination of initiatives that are already operational, not only adapting them to suit new populations and regions but also to develop innovative, reproducible schemes for each core axis of the PNA.

The 2019 call for project proposals focuses on stronger partnerships by fostering jointly funded projects that cover the PNA core axes “social justice”, “food education” and “combating food waste”, while at the same time pursuing a broader interministerial approach where possible. Sustainable Regional Food Projects will continue to be supported.

Additionally, a special “innovation” prize will be awarded in order to highlight projects that are particularly innovative in terms of their approach, target population or theme.

## OFFICIAL RECOGNITION LABELS

In order to highlight the value of PNA-related initiatives, labels indicating official recognition can be awarded by the Ministry of Agriculture and Food. The aim of this is also to ensure consistency between the various measures applied under the PNA by a very wide variety of actors.

### ► **THE HIGH PATRONAGE OF THE MINISTRY OF AGRICULTURE AND FOOD**

This is granted to major events and gatherings aligned with PNA objectives. To obtain it, a written application should be sent to the Minister of Agriculture and Food.

## ► LE LOGO DU PNA



This is granted to projects supported under the PNA such as those selected in national and regional calls for proposals as well as to projects funded by other means. The procedure for award of the PNA logo, linked to that for award of the PNNS logo, is to be revised in order to highlight non-profit projects relating to public interest programmes.

## PUBLICITY CAMPAIGNS

A communication plan will be defined for the PNA in general terms as well as for each individual core axis in order to enhance PNA clarity and for PNA promotion both nationally and internationally. Target audiences, partners and communication objectives will be defined in order to use the best communication methods to raise the profile of the PNA and the topics it addresses. The information and materials provided on line are to be clarified and reorganised.

# Governance

The foundation of a successful dietary and agricultural transition will be involvement by all actors from local government to the business world, and including non-profit associations and citizens.

The PNA defines the goals for national food policy, presenting measures to be applied at national level in each case. However, implementation of the policy is highly reliant on programmes in the regions conducted at a level very close to the grassroots. The PNA is therefore managed at national level by an Interministerial Steering Committee.

At regional level, the **Regional Food Committees (CRALIM)** directed by the regional prefects and working in close conjunction with regional government, are consultation and coordination bodies. At international level, the network of agricultural advisers ensure that the PNA enjoys a high profile abroad.

## NATIONAL GOVERNANCE: THE INTERMINISTERIAL STEERING COMMITTEE

The PNA, given its interministerial nature, requires a body that can monitor its flagship measures from an operational standpoint internal to the administration, and which can evaluate and report on its implementation on a cross-departmental basis, interfacing it with other governmental plans and ensuring its consistency with other public policies.

The Interministerial Steering Committee is chaired by the head of the Ministry of Agriculture and Food's General Directorate for Food (DGAL). This committee, placed inside the government administration, brings together the heads of general directorates in the ministries involved in implementing food policy (DGCS, DGS, DGPR, CGDD, DGFIP, DGESCO, DGE, DGPE, DGER), the general secretary of the Ministry of Agriculture and Food, the chair of the CNA, the chair of the CNRC, the chair of the DRAAF/DAAF grouping and the chairs of the associations representing France's administrative regions, départements and local mayors. It meets once a year in the autumn to monitor the execution of the PNA's flagship measures.

An annual conference of stakeholders represented on the CNA will be organised in order to inform and exchange views on PNA implementation.

## REGIONAL GOVERNANCE: THE REGIONAL FOOD COMMITTEES

Implementation of food policy in the regions is entrusted to the Regional Directorates for Food, Agriculture and Forestry (DRAAFs) in metropolitan France and to the Directorates for Food, Agriculture and Forestry (DAAFs) in the overseas territories.

In those directorates, "food supply" units are tasked with driving the PNA. These teams notably handle the calls for project proposals on PNA topics.

They are also “facilitators” for regional actors involved in food policy (i.e. other government departments, local government bodies, economic actors, non-profit associations). They play a full part in ensuring the emergence of Regional Food Projects.

The EGalim law provides for the setting up of a regional food committee to roll out the PNA in a given region<sup>(21)</sup>.

Chaired by the regional prefect, this committee meets once a year. It is attended by the actors involved in the local region’s major food-related goals and issues. The membership and functioning of this body is determined by official decree.

One of its key tasks is to **roll out PNA measures** in its region, adapting it to the specific characteristics of the area (e.g. actors present, types of agricultural and agrifood production, needs of the population), and to provide a forum for dialogue between local actors in the food domain. The committee may also use a smaller sub-committee to coordinate, orient and list PNA actions in the region. A general report on the actions implemented is to be drawn up each year. This summary of the work done and the flagship measures conducted in the region is to be presented annually to the PNA’s national steering committee

## **RAISING THE PNA’S INTERNATIONAL PROFILE**

Dépassant la seule dimension agricole, les axes du PNA sont autant de thèmes répondant à des préoccupations. Over and above the agricultural dimension as such, the PNA’s core axes reflect topics that resonate with societal concerns shared by other countries, which also promote food diversity for a more resilient agriculture.

Promotion of the PNA and the **French food model** also provides opportunities:

- ▶ to develop bilateral cooperation on food, which is a marker for French identity,
- ▶ to stimulate convergence that can have positive knock-on effects in multilateral bodies (e.g. the Organisation for Economic Cooperation and Development [OECD], the United Nations Food and Agriculture Organization [FAO], the World Health Organization [WHO], the World Organisation for Animal Health [OIE], the World Trade Organization [WTO]),
- ▶ to generate, indirectly and in the longer run, a positive reputational impact for French products, an effect additional to the traditional reputation of French gastronomy.

Consistent with the Ministry of Agriculture and Food’s European and International strategy, the agricultural advisers in France’s embassies represent the PNA abroad. A general communication kit in French and English will be provided to them in order to promote the main messages for which the PNA is a vehicle.

In addition to diplomatic actions, many non-governmental actors contribute to the promotion, through their actions abroad, of food policy themes. In order to coordinate such initiatives and foster partnerships, a steering committee for the international promotion of the PNA will be formed.

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(21) Article 24 of law no. 2018-938 of 30 October 2018 for balanced commercial relations in the agricultural and food sector and healthy, sustainable food available to all.



# Glossary

## **AAP**

*Appel à projets/* Call for project proposals

## **ADEME**

*Agence de l'environnement et de la maîtrise de l'énergie/* French energy and environment agency

## **ANSES**

*Agence nationale de la sécurité sanitaire de l'alimentation, de l'environnement et du travail/* French Agency for Food, Environmental and Occupational Health & Safety

## **CGDD**

*Commissariat général au développement durable/* French General Commission on Sustainable Development

## **CNA**

*Conseil national de l'alimentation/* National Food Council

## **CNRC**

*Conseil national de la restauration collective/* National Institutional Catering Council

## **CRALIM**

*Comité régional de l'alimentation/* Regional Food Committee

## **CRPM**

*Code rural et de la pêche maritime/* Rural and Maritime Fisheries Code

## **DDM**

*Date de durabilité minimale/* Date of Minimum Durability

## **DGCS**

*Direction générale de la cohésion sociale/* General Directorate for Social Cohesion

## **DGE**

*Direction générale des entreprises/* General Directorate for Enterprises

## **DGER**

*Direction générale de l'enseignement et de la recherche/* General Directorate of Education and Research

## **DGFIP**

*Direction générale des finances publiques/* General Directorate of Public Finance

## **DGPE**

*Direction générale de la performance économique et environnementale des entreprises/* The General Directorate for the Economic and Environmental Performance of Enterprises

## **DGPR**

*Direction générale de la prévention des risques/* General Directorate of Risk Prevention

## **DGS**

*Direction générale de la santé/* General Directorate of Health

## **DAAF**

*Direction de l'alimentation, de l'agriculture et de la forêt/* Directorate of Food, Agriculture and Forestry

## **DRAAF**

*Direction régionale de l'alimentation, de l'agriculture et de la forêt/* Directorate of Food, Agriculture and Forestry

## **EAT**

*Étude de l'alimentation totale/* Total Diet Study

## **EGA**

*États généraux de l'alimentation/* French National Food Conference

## **EHPAD**

*Établissement d'hébergements pour personnes âgées dépendantes/* Retirement home for the dependent elderly

## **FAO**

*Organisation des Nations Unies pour l'alimentation et l'agriculture/* United Nations Food and Agriculture Organization

## **FEAD**

*Fonds européen d'aide aux plus démunis/* Fund for European Aid to the Most Deprived

## **FREC**

*Feuille de route pour l'économie circulaire/* Roadmap for the circular economy

## **INCA**

*Étude individuelle nationale des consommations alimentaires/* National Individual Food Consumption Study

## **MAA**

*Ministère de l'Agriculture et de l'Alimentation/* Ministry of Agriculture and Food

## **MSS**

*Ministère des Solidarités et de la Santé/* Ministry of Solidarity and Health

## **MSS**

*Ministère des Solidarités et de la Santé/* Ministry of Solidarity and Health

## **MTES**

*Ministère de la Transition Ecologique et Solidaire/* Ministry for the Ecological and Inclusive Transition

## **OCDE**

*Organisation de coopération et de développement économiques/* Organisation for Economic Cooperation and Development

## **OIE**

*Organisation mondiale de la santé animale/* World Organisation for Animal Health

## **OMC**

*Organisation mondiale du commerce/* World trade organization

## **OMS**

*Organisation mondiale de la santé/* World health organization

## **OQALI**

*Observatoire de la qualité de l'alimentation/* Food Quality Observatory

## **PAT**

*Projet alimentaire territorial/* Regional Food Project

## **PNA**

*Programme national pour l'alimentation/* National Nutrition and Health Programme

## **PNNS**

*Programme national nutrition santé/* National Nutrition and Health Programme

## **PNSE**

*Plan national santé-environnement/* National health and environment plan

## **SIQO**

*Signes officiels de la qualité et de l'origine/* Official quality and origin labels

## **SNBC**

*Stratégie nationale Bas-Carbone/* National Low-Carbon Strategy

## **WTO**

*World Trade Organization*

## **WHO**

*World Health Organization*



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